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FIRST GLOBAL COUNTRY COOPERATION FRAMEWORK (1997-2000)

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INTRODUCTION

1. In its decision 95/23 of 16 June 1995, the Executive Board merged resources for global, interregional and special activities into one line (1.3), to which it allocated 4.2 per cent of total UNDP resources. The decision coincided with a shift in programming arrangements and a reorientation of the focus of UNDP towards the overarching theme of sustainable human development. To this end, the content of the global programme has been redefined to bring it more in line with this reorientation.

2. The process of redefining the global programme followed extensive in-house and external consultations, including feedback obtained from programme country Governments, UNDP country offices, and United Nations partner agencies in the context of the "UNDP 2001" change process. As will be seen below, the programme also takes into account the decisions and the feedback obtained from Executive Board members on previous submissions of the framework document, linkages with the cooperation frameworks of the regional and country programmes, and the recommendations the 1996 evaluations of the global and interregional programmes and of Special Programme Resources.

3. In keeping with the new programming arrangements, the present cooperation framework is being submitted to the Executive Board for approval of the role, objectives, strategy, concentration areas and resource targets for the global programme for the four-year period 1997-2000. As a framework document, it does not provide in-depth information on programme specifics; detailed information will be included in the relevant programme or project documentation. In addition, this first cooperation framework is transitional, phasing the priorities of the former global, interregional and special programme activities into a single coherent programme conforming to the broader change processes going on within UNDP. The global programme has a rolling format, meaning that the global cooperation framework is reviewed and moved forward annually, which offers an opportunity to refine and focus the Programme's content on a continual basis.

4. The programme has four major purposes: to distil from country-level experience lessons learned and identify new, innovative ideas about how to promote sustainable human development (SHD) in the future; to disseminate this knowledge globally and promote further research, debate and application as appropriate; to explore ways and means of translating global priorities into country-level follow-up action, as well as multilateral initiatives and partnerships; and to encourage studies on concrete, practical policy measures for translating SHD from concept to action and adapting the current development cooperation framework to the emerging challenges of the twenty-first century. These purposes can only be achieved through a process of capturing the knowledge and experience of a diverse range of countries and regions and formulating them into tools and concepts with global application.

I. DEVELOPMENT SITUATION FROM A SUSTAINABLE HUMAN DEVELOPMENT PERSPECTIVE

5. For the poorer nations of the world, the final years of the twentieth century are likely to be some of the most challenging yet potentially promising in history. They will be challenging because development constraints are becoming increasingly global and increasingly complex and interdependent. The international community has learned that the most pressing developmental issues facing today's world - poverty and social development, population, governance, gender equality, environment - transcend both sectoral and national boundaries, and effective responses must be multidimensional and global. Towards this end, the series of global United Nations conferences obtained commitments from most of the world's nations to focus their development efforts on the integrative solutions needed.

6. At the same time, never before have advances in knowledge been so widely available to address the challenges. The world has learned a great deal over the years about development and the main prerequisites for development. Economic growth is necessary but not sufficient to promote human development. What is required are strategies that deal specifically with poverty, environmental protection and regeneration, and gender equality to make sure that growth is equitable, benefits women, and is environmentally sound. A great deal remains to be done in order to define the policy framework required to enable countries to bring about consistency between economic growth, social development and environmental sustainability. One of the primary goals of the global programme is to contribute to the development of such policy frameworks.

7. The SHD concept, with its stress on promoting a holistic view of development and making the enlargement of people's choices an explicit development goal, was introduced by UNDP only in 1992. Development interventions have by and large continued to increase in effectiveness, as successes and lessons learned are disseminated and brought into mainstream development practice. For example, the mid-term evaluation of the SPR reported an "impressive pattern of innovation ... [including] new programme ideas, new methodologies for involving participants, new approaches to delivering assistance, and creative utilization of new technologies".

8. The ability of the development community to continue to advance and apply the global knowledge base towards the challenges facing the developing world will depend to a large extent on three factors. First, it will depend on mechanisms to operationalize the mandates from the global conferences, transcending sectoral and national boundaries to address the fundamental multidimensional developmental issues facing today's world. Second, it will depend on mechanisms able to obtain and digest the learning gained from both conceptual thinking and from field experience, and then to translate this learning into mainstream practice. And third, it will depend on the continual adaptation of development efforts to address new emerging development constraints and opportunities. The global programme provides UNDP with a comparative advantage in terms of making this happen.

II. RESULTS AND LESSONS OF PAST COOPERATION

9. The new global programme represents a merger of the former global and interregional programmes and Special Programme Resources. During the fifth cycle, the global programme provided $112 million for support for strategic global research; the interregional programme provided $67 million for support for sectoral initiatives in cross-regional settings; and the SPR, with $284.3 million for the promotion of key thematic areas identified by the Governing Council.

10. Many global and intercountry programme activities provided valuable support to multi-agency programmes and institutions, working in strategic partnerships with United Nations system agencies, and in so doing contributing the benefits of UNDP association on the one hand and enabling UNDP access to the state-of-the-art knowledge on the other. Examples of such partnerships in the health sector include support to the Special Programme of Research and Training in Tropical Diseases (with the World Health Organization (WHO) and the World Bank), the Diarrhoeal Diseases Control Programme (with WHO, the United Nations Children's Fund (UNICEF) and the World Bank), and the Water and Sanitation Programme (with the World Bank). In addition, fifth cycle global and interregional programmes influenced country-level investments. For example, with $17 million from global and interregional allocations, the UNDP/World Bank Water and Sanitation Programme was able to mobilize some $5 billion worth of investments over a 10-year period.

11. SPR successfully spurred innovative and catalytic initiatives in the UNDP focus areas. Advances were made in all thematic areas, such as the design of anti-poverty strategies in 10 countries, national assessments on the status of women in 20 countries, environmental training in over 115 countries, and support to public sector reform processes in 80 countries. SPR also enabled UNDP to make substantive contributions to key global events, such as the World Summit for Social Development and the Fourth World Conference on Women. They enabled UNDP to respond to urgent needs such as addressing the health-development link in the HIV/AIDS epidemic and open up new areas of strategic importance to development, such as the Sustainable Development Network Programme, unique among multilateral and bilateral agencies in its early response to the information technology revolution and the need to provide connectivity and build capacity in low-income countries.

12. Two important inputs shaping the current global programme cooperation framework are the evaluations carried out in 1996 of UNDP intercountry programmes: the mid-term evaluation of the fifth cycle SPR programme; and the evaluation of regional, interregional and global programmes. These evaluations offered valuable findings that helped in the design of the new global framework. Overall, the evaluations confirmed the value and continued relevance of the intercountry programmes as the UNDP primary forum for demonstrating how SHD can be pursued, and for the promotion and dissemination of new ideas and concepts in support of country SHD efforts. To strengthen this role, some of the following shortcomings of past efforts have been addressed:

(a) The fifth cycle programmes tended to be seen as separate from mainstream UNDP efforts, and project identification lacked a clear consultative

framework. Consequently, the new global programme sets a clear and limited agenda of priorities based on stakeholder demand and sets up consultative mechanisms for the programme clients that will ensure its continued relevance;

(b) Fifth cycle intercountry projects also suffered from an absence of a strategic framework that was derived from country needs but that added the benefits of a global orientation. Consequently, the new global programme has clearly justified global rationales - such as pilot or multidisciplinary projects, that clearly add value to UNDP regional and country activities;

(c) Intercountry resource allocations were so rigidly prescribed as to inhibit the exploration of promising new areas for promoting SHD. Consequently, the new global programme establishes a small and flexible facility to allow UNDP, through BDP, to explore strategic opportunities and emerging development issues identified in the course of programme implementation;

(d) Collaboration with other development partners, although an important aspect of the global programme, could have been advanced more systematically in order to maximize overall impact and cost-effectiveness. Consequently, the new global programme facilitates joint learning approaches with other donors, country partners and stakeholder organizations;

(e) Programme management (the SPR programme in particular) was fragmented and diffuse, with the result that access to programme resources was complicated and sometimes appeared arbitrary. Consequently, the new global programme improves management arrangements and programme supervision.

III. PROPOSED OBJECTIVES AND STRATEGY

13. The role of the global programme. The role of the global programme has been defined in response to the global situation, the experiences with prior intercountry programmes, the views of UNDP partners, stakeholders and its own officers, and the guidance provided by Executive Board members. The global programme can best contribute to the overall development efforts of UNDP if it furthers sustainable human development by translating global development aspirations and mandates into innovative and practical development interventions for application by UNDP through regional and country programmes and projects.

14. With this role, the global programme is able to maximize its advantages as a means for UNDP to operationalize its basic principles and promote them further in the international development arena. These principles, elaborated through several Economic and Social Council and Executive Board debates, promote: (a) country-level capacity-building and ownership; (b) participation and dialogue; (c) coordination; (d) holistic and interdisciplinary development and (e) follow-up to international conferences. To this end, the global programme will contribute to the development and use of tools and concepts that will enable country offices to respond confidently to national SHD priorities with innovative yet proven approaches. It will identify critical gaps in SHD knowledge and practices and design appropriate interventions for wider application. It will also be the main instrument through which the Bureau for

Development Policy (BDP) performs its main function of providing technical support to country offices.

15. Programme objectives. Within the overall framework of the role described above, the goal for the first cooperation framework for the global programme will be to refine the emerging global agenda for attaining SHD into a holistic and comprehensive series of interventions that can be implemented through UNDP. This goal implies three specific operational objectives:

(a) To develop further the portfolio of UNDP interventions responding to global mandates, in particular those emanating from United Nations conferences, for adaptation by regional and country programmes and projects in their support of the commitments made by programme countries;

(b) To provide the technical guidance needed - partly through partnerships - to respond to the demands emanating from regional and country programmes and projects in their support of the commitments made by programme countries; and

(c) To identify gaps and emerging issues for attaining SHD and to work to incorporate them into the global agenda.

16. The first objective relates to the top-down dimension of the programme whereby UNDP works as interpreter of and advocate for global mandates established by the United Nations conferences for bringing about SHD. The second objective relates to the bottom-up dimension of the programme, whereby UNDP responds to the demands of programme countries for practical guidance and proven approaches to meeting their SHD commitments. The third objective relates to the integrative dimension of the programme, whereby the SHD concept is continually refined and strengthened as an operational framework for development interventions.

17. To achieve these objectives, the global cooperation framework will concentrate in the following five areas:

(a) Poverty elimination, as the core of the cooperation framework, targeting the need for measuring and monitoring poverty as well as strategies and policies that promote equality;

(b) Gender equality, targeting the key opportunities influencing gender equality and the improvement of the status of women in society;

(c) Environmental sustainability, targeting key areas for maintaining the quality and viability of the environment and the natural resource base;

(d) Governance, targeting key capacities needed by institutions for effective, efficient, responsive, and transparent national governance;

(e) Emerging and cross-cutting issues, targeting the areas between and across thematic concentration areas, as well as new areas with a potentially significant bearing on the future progress of SHD.

Within each category, a few priority subprogrammes are being proposed, against which the bulk of the available resources (about 80 per cent) will be allocated. The programme will also support a limited number of other activities within these categories that represent long-term commitments of importance to SHD. The subprogramme corresponds to common concerns highlighted in analyses of regional and country cooperation frameworks. Selecting regional and country programme issues that could best be addressed at a global level through global programme activities ensures that the three programme levels maintain a strong substantive link.

18. The indicators of success of the global programme over its four-year duration will be the degree to which:

(a) Regional and country programmes and projects have access to a larger portfolio of innovative concepts, approaches and programme indicators, thereby enabling them to address the full range of identified challenges in meeting globally mandated commitments in the four areas of poverty, gender, environment, and governance;

(b) Regional and country programmes and projects are able to obtain world-class, cutting-edge technical guidance as well as best practices for carrying out their SHD-related commitments in an effective and responsive manner;

(c) The UNDP operational framework for SHD includes a range of interventions addressing interdependencies and potentially significant emerging issues.

19. The Executive Board has expressed keen interest in seeing concrete benchmarks and indicators against which the global programme framework can later be measured. UNDP shares this concern and places high value on the need for clear indicators of success. In fact, developing indicators in areas such as poverty eradication, environmental protection and regeneration, gender equality, and good governance is among the chief tasks of the global programme framework. Because the programme is a framework document rather than a programme document and because it seeks to address complex issues in which a variety of actors are active, identifying success indicators more specific than those listed above and in the brief descriptions of subprogramme areas below is extremely difficult. In the elaboration of the full subprogrammes through which the global programme framework will be implemented, however, BDP will work closely with the Evaluation Office to identify clear, concrete benchmarks, indicators and programmatic goals. BDP will be glad to share information on these subprogrammes with Board members at any time.

20. Programme strategy. The strategy to be adopted by UNDP to achieve these objectives has the following distinguishing features:

(a) A stress on holistic, convergent approaches. The programme approach will be used as the global cooperation framework format. Programmes and projects to be included in the global programme will address the gaps in a comprehensive, logical framework of development interventions within and across the four SHD dimensions of poverty, gender, environment and governance. Thus, the intention is not to focus global programme interventions around a narrow

sectoral theme, but to focus them on carefully analysed key gaps in the overall SHD framework;

(b) A stress on interventions in one SHD dimension that promote entry points into other dimensions. In the criteria for project selection and design, high priority will be placed on building synergies between SHD dimensions through the use of strategic entry points. For example, management information systems introduced within a governance programme will be designed to ensure that gender-disaggregated information is provided, which, if successful, would be likely to lead to opportunities for gender-oriented interventions;

(c) A stress on capacity-building and capacity utilization. The global programme will contribute to the global dialogue on development by seeking to ensure that the best capacities and practices from all parts of the world are brought to bear in designing interventions to address global priorities, including the knowledge and expertise of marginalized groups;

(d) A focus on high-leverage, strategic interventions that draw on the natural advantages of the UNDP global presence and perspective and add value to regional and country programmes. Programme and project identification will be based on clear criteria for global programme involvement such as:

(i) Support to areas of particular concern to developing nations;

(ii) Opportunities for experience-sharing, networking and dissemination of best practices across regions;

(iii) Issues analyses of global trends and of regional and country programmes;

(iv) Support to follow-up to international conferences and other opportunities for shaping the global agenda;

(v) Institutional knowledge built up through prior programming cycles;

(vi) Opportunities to transform practices into corporate-wide policies, tools and methodologies;

(vii) Opportunities for addressing cross-thematic issues of high relevance to SHD (such as the poverty-environment nexus);

(e) A stress on building partnerships and strategic alliances. An important feature of the previous global programme was the modalities it applied to developing interventions suitable for application through regional and country programmes. Rather than be the sole sponsor for new concepts and models, UNDP sought out donor partners, United Nations specialized agencies, research and academic institutions, and professional associations. The approach had the advantage of accessing and sharing valuable expertise and experience and also improved prospects for subsequent acceptance of the concepts developed. It also facilitated the mobilization of resources for subsequent support to implementation packages. The present global programme will continue this approach, in order to bring the broadest range of expertise to bear on problems

of global concern and to widen the access of developing countries to know-how from all parts of the world. Examples of important partnerships in progress include work on trade and globalization with the United Nations Conference on Trade and Development (UNCTAD); on gender and poverty with the United Nations Research Institute for Social Development; on gender with the United Nations Development Fund for Women (UNIFEM); on environment with the World Conservation Union; on food security with the Food and Agriculture Organization of the United Nations and the Consultative Group on International Agricultural Research; on microcredit with the Consultative Group to Assist the Poorest; on governance with the Inter-Parliamentary Union; as well as the Global Water Partnership with the World Bank and numerous other partnerships;

(f) Consolidation and selectivity. The global programme will consolidate or phase out those projects from the previous cycle that do not directly conform to the above strategy. Discussions between UNDP and the Executive Board regarding the organization's focus are ongoing, and the substantive content of the global programme will also reflect decisions taken in that context. One category of projects that will be phased out are those providing generic budget support to international institutions or committees; this type of support will be increasingly replaced by more targeted support for specific, demand-driven products. A second category of projects to be discontinued are individual, small-scale interventions such as those which stemmed from the 27 SPR budget lines (the SPR programme generated over 950 projects). Annex I contains a list of substantive areas no longer included in the global programme framework;

(g) Continual adaptation to emerging concerns. The existing project portfolio was developed between late 1996 and early 1997 and to some degree still reflects some fifth cycle priorities as well as new areas. It will be important, however, to keep the programme responsive to new development realities and concerns. For this purpose, a portion of the programme has been allocated to investigating emerging issues. Each successive annual programme review will take advantage of these investigations to reshape overall programme contents to ensure that the programme stays forward-looking and maintains its relevance and vitality.

21. The proposed programmes that follow seek to address the shortcomings of the previous programmes as outlined in the 1996 evaluations of the UNDP SPR programmes and regional, interregional and global programmes. They have been developed based on an analysis of advisory notes, country cooperation frameworks and programme outlines to bring about greater coherence in the UNDP programme as a whole, to undergird the organization's mainstream efforts at the regional and country levels in the key areas of SHD, and to reflect the priorities of developing countries. They are demand-driven while at the same time leaving opportunities to address a few emerging issues and problems with major impact on the global development agenda. These programmes will develop innovative tools and methodologies that will help UNDP promote the guiding principles for its work as described in DP/1997/CRP.18 on narrowing the focus.

IV. PROPOSED AREAS OF CONCENTRATION

Concentration area 1: Poverty eradication

22. Impressive gains have been made towards eradicating poverty over the last decades. Malnutrition rates have declined, primary enrolment has risen, and access to safe water has increased, yet as many as one quarter of the developing world's people still live in poverty, and one third live on incomes of less than $1 per day. Threats of poverty increase are ominous for many developing countries owing to the failure of economic growth, the continuation and spread of conflict, the degradation of the natural environment, the impact of the HIV/AIDS epidemic, and slowing advances in key areas, such as nutrition. Rising inequality, both within and among countries, and the highly uneven translation of economic growth into equitable human development are causes for major concern for national policy makers and the international community as poverty and social exclusion manifest themselves in, and further exacerbate, crime, disease and urban decay. Faced with this global challenge, 117 Heads of State and representatives of a broad spectrum of civil society organizations committed themselves, at the 1995 World Summit for Social Development (WSSD), to the goals of poverty eradication, full employment and the fostering of stable, safe and just societies. In June 1995, the Executive Board made poverty eradication UNDP overriding priority within the SHD framework. To address this priority, it was determined that UNDP should focus its efforts on supporting, principally at the country-level, implementation of the commitments made at the recent United Nations conferences on social issues, especially at WSSD.

23. For the successful formulation and implementation of national anti-poverty strategies, policies and programmes, the global need is to:

(a) Assist programme countries in translating global commitments into time-bound goals and targets for poverty eradication, through dialogues among government civil society and private sector actors;

(b) Understand better the multidimensional causes and dynamics of poverty, including linkages among social, environmental and gender dimensions, and sharpen analytical and operational skills for policy and programme purposes;

(c) Design, test and offer improved poverty measurement and monitoring methodologies and tools;

(d) Learn from, and share, successful experiences, particularly with regard to macropolicy frameworks designed to support poverty reduction;

(e) Support policies and programmes that promote empowerment through access to and ownership of productive assets, promotion of microenterprise, and access to markets;

(f) Improve the efficiency, impact and effectiveness of social policies and programmes and their articulation with economic policy goals;

(g) Promote public expenditures that support universal access to basic social services and improve the effectiveness of social safety nets.

24. The response to the needs indicated in this concentration area will be through the following subprogrammes:

(a) Poverty monitoring and measurement, identifying the causes and nature of poverty and identifying instruments to measure it, developing tools to monitor programme impact, and promoting the realignment of national policies towards poverty reduction;

(b) Integrated poverty strategies, bringing international best practices to bear the formulation and negotiation of national plans, strategies and programmes that address underlying causes of poverty, including political, socio-economic, gender and environmental dimensions, through the articulation of macro-, meso- and micro-policy instruments;

(c) Promotion of sustainable livelihoods, identifying innovative ways of enabling poor communities in urban and rural settings to increase their access to assets and manage better and sustain their energy, food and water resources (collaborating with the environment subprogramme); and promoting capacity development for micro-entrepreneurship and finance by developing tools (such as "Microstart") that facilitate access of the poor to capital, technology and know-how (collaborating with the poverty eradication subprogramme). The global programme will pool resources with the United Nations Capital Development Fund (UNCDF) in the area of microfinance by setting up a joint special unit for microfinance;

(d) Political economy of equity, poverty and distribution, addressing a range of emerging issues that impact upon the generation and persistence of poverty, e.g., feminization of poverty, crisis and conflict, and globalization;

(e) Health, HIV and poverty, building interdisciplinary approaches that improve the impact of health interventions on the poor, and focusing within the Joint United Nations Programme on HIV/AIDS on the socio-economic implications of the epidemic.

25. Within the global cooperation framework, 15-20 per cent of available resources will be allocated to these subprogrammes. Of this amount, a minimum of 20 per cent will be dedicated to gender-specific and/or gender-mainstreaming activities.

Concentration area 2: Gender equality

26. Human Development Reports over the past two years have highlighted the disadvantaged position of women in all societies, documenting that in no country are women offered the same opportunities as men. While gender gaps in basic human capabilities have been halved over the last two decades, the position of women in relation to that of men is still characterized by sharp inequalities and disparities in access to and control over resources, and in the ability to exercise choices in all aspects of life. A critical outcome of both the World Summit for Social Development and the 1995 Fourth World Conference on Women is the global commitment to gender equality as an essential basis for sustainability in social development. The Beijing Declaration states that "it is essential to design, implement and monitor ... effective, efficient and

mutually reinforcing gender-sensitive development policies and programmes at all levels that will foster the empowerment and advancement of women".

27. In order to achieve this goal, the global need is to:

(a) Increase attention paid to gender and development through programmes and projects that address the policy environment relating to gender equality, and establish clear success benchmarks and information flows;

(b) Provide guidance and build competencies on gender-mainstreaming tools and methodologies;

(c) Promote strategies that facilitate women's access to decision-making and leadership positions.

28. The response to the needs indicated in this concentration area will be through the following subprogrammes:

(a) Gender-analytical frameworks, building competencies for the conceptual and operational dimensions of gender policy in the context of SHD;

(b) Operational support to gender mainstreaming, building competencies for applying gender-mainstreaming concepts, methodologies, tools and institutional practices;

(c) Global partnerships for the empowerment of women in decision-making, building constituencies and supporting advocacy to facilitate women's access to decision-making and leadership positions in the political and economic spheres and, in collaboration with UNIFEM, support the resident coordinator system for integrated conference follow-up.

29. Within the global cooperation framework, approximately 10 per cent of available resources will be allocated to the above subprogrammes. In addition, 20 per cent of each of the four other subprogrammes will be dedicated to gender-mainstreaming and gender-specific activities, as indicated. Thus, a total of 28 per cent of available resources will support initiatives that promote the advancement of women and gender equality.

Concentration area 3: Environmental sustainability

30. Assuring the planet's environmental health is imperative for the survival of all nations and peoples. Several global trends point towards a worsening situation as poverty, population growth and industrial development increase pressure on natural resources, resulting in shortages of water, food and energy, degradation of the environment, increasing pollution and the risk of global climate change. The poor are particularly affected by the degradation of the natural environment. The lives and livelihoods of poor people the world over depend upon their ability to secure food, water, and sources of energy. Their sustainable access to these basic resources requires national-level programmes that emphasize the sustainable management of natural resources (especially land, water, and forests) and recognize the key role women play in natural resource management. Particular attention must be paid to breaking the vicious circle of

poverty and land degradation in dryland areas, where the combination of marginal lands and marginalized people can lead to downward spirals of impoverishment and natural resource degradation.

31. The 1992 United Nations Conference on Environment and Development presented the world with Agenda 21, an agenda for sustainable development based on the idea that if development is to be sustainable, it must be carried out in such a way that it does not destroy the conditions upon which it depends. Agenda 21 explicitly states the need for environmental protection to become integrated into national and international development policies. With Agenda 21, the nations of the world adopted an action plan to meet the immense challenges inherent in reversing ominous trends, accepting to work towards more responsible management of the earth's environment, as a fundamental factor for SHD.

32. Environment-related issues need to be dealt with in relation to one another, with careful attention to the wider repercussion that actions taken in any one sector may have on others. The purpose of this component, therefore, is to re-orient environment-related development processes away from the traditional narrow sectoral approach (which has often had limited impact) towards a more integrated cross-disciplinary and cross-sectoral approach focused directly on the needs of the poor.

33. To establish successful cross-disciplinary, more effective environmental interventions, the global need is to:

(a) Create the enabling environment required to ensure adequate attention to environmental concerns within sector activities and the linkages between poverty and environment;

(b) Improve institutional frameworks and capacities needed to plan and manage effectively environment-related sector activities and fulfil the mandates of the global environmental conventions;

(c) Establish priorities and policies among the environment-related sector's various subsectors to achieve appropriate balance among competing needs.

34. The response to the needs indicated in this concentration area will be through the following subprogrammes:

(a) Environmental programming and monitoring, bringing international best practices to bear on regional and country programming and monitoring, on advancing environmental concerns in multidisciplinary development interventions, on building capacity to support governmental follow-up to global environmental conventions, and on developing sustainable development indicators in the context of measuring environmental issues having an impact on the poor;

(b) Energy, food and water for the poor, facilitating the access of poor people to energy, food and water through methodological guidance to help to reorient country strategies towards sustainable approaches to energy, forests, agriculture and water, interrelating these efforts with sustainable livelihood strategies supported through the poverty component.

35. Within the global cooperation framework 15-20 per cent of available resources will be allocated to these subprogrammes. Of this amount, a minimum of 20 per cent will be dedicated to gender-specific and/or gender-mainstreaming activities.

Concentration area 4: Governance

36. The ability of developing countries to cope with and ultimately overcome the challenges of attaining SHD depends on the effectiveness, efficiency, responsiveness, and transparency of national governance institutions. Developing countries, however, face a range of challenges to sound governance, including insufficient capacities, an absence of legitimacy, constraints to participation, inefficient or unresponsive bureaucracies, and making the transition from totalitarian to democratic structures. However, consensus is growing on the centrality of good governance to SHD. The WSSD Declaration states that "democracy and transparent and accountable governance and administration in all sectors of society are indispensable foundations for the realization of social and people-centred sustainable development".

37. The overall aim of this area of concentration is to support regional and country programmes in building national capacities for good governance in support of SHD goals and to improve the UNDP substantive role, niche and visibility in management development and governance among programme countries, United Nations specialized agencies and bilateral donors.

38. To build national governance capacities the need at the global level is to:

(a) Develop strategies and programmes to address all institutions of governance - the executive, parliament, judiciary, and electoral commissions, and to address decentralization of authority and local self-governance;

(b) Develop strategies and programmes for improving national capacities for state reform, including public/private sector aspects, civil service improvements, and systems for improved economic and financial management and accountability;

(c) Refine the elements of a comprehensive, systemic approach to putting in place good governance instruments, clarifying concepts, processes and methodologies, including the elements of capacity development, process consultancy and networking;

(d) Refine strategies and programmes to build urban management and governance capacities, as a follow-up to Habitat II (Istanbul 1996).

39. The response to the needs indicated in this concentration area will be through the following subprogrammes:

(a) Governing institutions, bringing international best practices to bear on the development of country strategies and programmes for support to legislative bodies, the judiciary and electoral processes, and strengthening the mechanisms, systems and institutions (particularly the judiciary) that encourage the promotion of human rights;

(b) Decentralization and local governance, bringing international best practices to bear on the development of country strategies and programmes that promote delegation and devolution of resources and authority, and the building of participatory processes;

(c) Public sector management and accountability, providing methodological guidance for national public-sector reform efforts, aid coordination and management of national and external resources for people-centred development, and the introduction of accountability systems;

(d) Furthermore, tools and methodologies will be developed for capacity development, particularly for assessment and for systemic approaches to governance, and support will be provided to urban management, in the context to follow-up responsibilities to Habitat II.

40. Within the global cooperation framework 15-20 per cent of available resources will be allocated to these subprogrammes. Of this amount, a minimum of 20 per cent will be dedicated to gender-specific and/or gender-mainstreaming activities.

Concentration area 5: Emerging and cross-cutting issues

41. A significant finding gained from development experience to date is that no global condition exists in a vacuum. The concept of SHD illustrates this, insofar as it embraces development strategies that integrate social, environmental and gender concerns into economic development. Poverty is affected by population, economic, gender, environmental and governance issues. Environmental degradation partly stems from and reinforces poverty. Poor government policies hamper economic and social development and produce gender inequalities. These fundamental development constraints are not separate areas; they are integral parts of the larger, interdisciplinary cycle comprising the various dimensions of SHD.

42. In addition, the four priority areas described above are linked by cross-sectoral policies and norms, such as fiscal policies, the existing legal framework, and definitions of developmental costs and benefits applied that have major implications for investment and resource allocation decisions. A re-orientation of these policies is often required to achieve real headway in the four priority areas. In addition, today's world is, in large measure, one of open borders and globalizing markets. This poses a special challenge for issues of sustainable development that Governments in the past have often tried to address through domestic policies. Today, the challenge is to bring about environmentally sound, people-centred development under conditions of open market economies. This requires rethinking a large number of policy priorities tools and instruments, taking full account of interlinkages among the global, regional, and national levels.

43. Examples of ongoing work along these lines include: (a) applying information technologies to SHD, and expanding the Sustainable Development Network Programme; (b) identifying opportunities for private-sector entry points in support of SHD, such as those for public/private partnerships; (c) identifying causal relationships among the four global programme dimensions;

(d) addressing issues affecting poorer countries as a result of globalization in fields such as trade and investment.

44. The response to the need for solutions to interdependencies and emerging issues in support of SHD will be through the following subprogrammes:

(a) Technological implications for SHD, working to identify and develop approaches and strategic interventions which ensure that developing countries take full advantage of available technologies in support of SHD;

(b) Private sector entry points for SHD, working to identify and develop approaches and strategic interventions which tap into resources available from the private sector for development purposes or which build from traditional private sector roles and responsibilities;

(c) Support for emerging issues for SHD, working to identify, develop and create new programme areas built on the interdependencies of poverty, gender, environment, governance, population and macroeconomic policy frameworks, and paying special attention to the implications of globalization in its different forms.

45. Within the global cooperation framework, 20-25 per cent of available resources will be allocated to these subprogrammes. Of this amount, a minimum of 20 per cent will be dedicated to gender-specific and/or gender-mainstreaming activities.

46. Indicators of success. The five individual components of the global programme will be considered successful to the extent that:

(a) As a result of the subprogramme outcomes, global learning advances on: (i) the causes and effects of and mitigation strategies for poverty; (ii) analytical frameworks for identifying progress in gender mainstreaming; (iii) the interdependencies between economic growth, environment, poverty and gender; (iv) the concepts and tools for promoting good governance and capacity-building; (v) the emerging issues critical for the attainment of SHD goals;

(b) The comparable components of regional and country cooperation frameworks adopt the strategies, concepts and tools developed through the global programme initiatives;

(c) Subprogramme outcomes are sufficiently promising to attract additional partners and external resources for their continued financing;

(d) UNDP gains increased credibility among donor partners and other stakeholders in the fields of poverty eradication, gender equality, environmental sustainability, and governance.

V. MANAGEMENT ARRANGEMENTS

47. Management, oversight and reporting. A lesson gained from the SPR experience is that excessive micromanagement of headquarters-based programmes

defeats the essential need for responsiveness and flexibility. At the same time, headquarters-based programmes lack the direct links to programme country governments, which provide the necessary accountability for programme direction and performance. To this end, the following improvements will be made in oversight and management arrangements for the new Global Programme.

48. To simplify accountability linkages and decentralize authority, programme management will be clearly delineated according to programme structure. Specifically, the Director of the Bureau for Development Policy will be designated with overall responsibility for the programme resources, contents and outcomes. The BDP Director will then designate the Directors of the three substantive divisions - the Social Development and Poverty Elimination Division (SEPED), the Sustainable Energy and Environment Division (SEED) and the Management Development and Governance Division (MDGD) - with responsibility for the four programme components, with SEPED responsible for poverty and gender, SEED for environment, and MDGD for governance. Responsibility for the programme category for emerging issues will be retained by the BDP Director. These four directors will in turn determine the management arrangements for the specific subprogrammes and projects under their responsibility. To foster an integrated approach, various programme components, particularly those in the emerging issues category, will be developed and implemented by cross-divisional teams. The staff of the Gender-in-Development Programme will also participate in the development and monitoring of the various subprogrammes to ensure that resource allocation targets for gender-mainstreaming and gender-specific activities are met.

49. Within UNDP, mechanisms have been established to ensure that the global programme reflects the priorities and demands of the regional and country programmes. Each Division Director has established an advisory group of Regional Bureaux representatives to act as project appraisal committees and provide feedback on component relevance, progress and impact. To guide the programme as a whole, the monthly policy forum of BDP and Regional Bureaux representatives will be relied on. The UNDP change process also foresees that the Executive Committee will be expanded twice yearly to include representation from resident representatives, at which sessions, the global programme will be a standing agenda item. Finally, the subregional resource facilities connected to headquarters by a global hub housed in BDP, will provide a useful mechanism to keep the work of the global programme closely in harmony with needs and activities at the country level as well as to disseminate best practices identified through the global programme.

50. Programme oversight will be provided by the Executive Board, in that the programme management will be accountable to the Board for the success of the programme. In keeping with the principles of delegation of authority introduced by the UNDP change process, oversight will be exercised in a post-facto rather than an a priori manner. Specifically, beyond the approval of the overall programme framework covering the subsequent four-year cycle, the Board will not be requested to approve individual programme, subprogramme or project components. Instead, the annual presentation will include a review of programme performance against clearly specified benchmarks and progress indicators.

51. Execution and implementation. Execution and implementation of the various projects comprising the global programme will be determined on a case-by-case basis, taking into account the comparative advantages of United Nations specialized agencies, the United Nations Office for Project Services and intergovernmental bodies. In the spirit of maintaining a state-of-the-art knowledge base in the programme areas, extensive use will be made of institutions and agencies from programme countries as sources of the most appropriate experience and perspectives.

52. Review and evaluation. The global programme is subject to the evaluation arrangements established for all successor programme arrangements in Executive Board decision 95/23. Annual reports on the programme's progress and continued relevance will be submitted to the Board. In the fourth year, an independent evaluation will be undertaken for each category and for the global programme as a whole. In addition, each subprogramme will set specific, measurable goals and benchmarks against which it will be monitored and evaluated. BDP will work with the evaluation office to set these goals and benchmarks.

53. Resource projections. For the four-year period of the cooperation framework (1997-2000), the global programme has been allocated a total earmarking of $126 million from target for resource assignment from the core line 1.3 (see annex II). From this amount $12 million was borrowed by the projects in the previous cycle to allow a smooth transition into the present cycle. Another 9 per cent was allocated for the programme reserve and 7 per cent for contingencies. In addition, as a result of the ongoing change process within UNDP, several programmatic activities of a global nature formerly funded only partly by the global programme will now be funded entirely by the global programme. Approximately 11 per cent of the resources will be used to support such additional programme activities, which include institutional support to CGIAR and the UNDP/UNSO partnership as well as all costs relating to the Human Development Report and the Office of Development Studies. The remaining amount will be divided among the concentration areas 1-5, as described above (see annex III for a nominal allocation by category).

54. To this total can be added a substantial amount for cost-sharing. Global programmes and projects have proven to be attractive to other donors. For example, the SPR programme was credited for generating approximately $105 million in cost-sharing arrangements with non-UNDP funds. However, as most approved global programme projects are in a preliminary phase and a large amount of resources have still to be committed, cost-sharing estimates will be provided in the context of the review to be submitted to the Executive Board in 1998.

Annex I

FIFTH-CYCLE PROGRAMME AREAS DISCONTINUED/PHASED OUT

The global programme framework takes the place of three separate fifth-cycle funding mechanisms: the Special Programme Resources; the global programme; and the interregional programme. Overall, the scope of the global programme framework is far narrower than the range of programme areas funded through fifth-cycle mechanisms.

Under fifth-cycle funding mechanisms, there were numerous facilities for funding on-the-ground operational programmes; no such facilities are included in the current global programme. Research is no longer a major thrust of the global programme framework. UNDP will phase out general institutional support through the global programme, and funding of this type during this cycle will by and large represent a last-time contribution; instead, the global programme will support specific strategic initiatives that relate to the organization's poverty mandate.

The following thematic categories of activities will be phased out or no longer be funded through global programme framework resources (although some areas may now be funded by UNDP through other mechanisms, such as regional programmes):

- Disaster preparedness
- Emergency relief
- Reconstruction and rehabilitation
- Refugees and displaced persons
- Technical cooperation among developing countries
- International drug trade
- The majority of health-related initiatives
- Special Plan of Assistance to Central America
- African Economic Recovery and Development
- Programme of Assistance to the Palestinian People
- United Nations Plan of Action for African Economic Recovery and Development

Annex II

RESOURCE MOBILIZATION TARGET TABLE (1997-2000)

(in thousands of United States dollars)

Source	Amount	Comments
UNDP CORE FUNDS		
IPF carry-over (provisional)	(12 000)	
Global programme (Line 1.3)	126 000	
SPPD	0	
STS	0	
AOS (Line 1.6)	3 149	
Subtotal	117 149	
NON-CORE FUNDS		
Government cost-sharing	-	
Sustainable development funds	-	
Third-party cost-sharing	8 000	BDP expects to mobilize significant additional cost-sharing
Subtotal	8 000	
TOTAL	125 149	

Abbreviations: AOS = administrative and operational services; IPF = indicative planning figure; SPPD = support for policy and programme development; STS = support for technical services.

Annex III

GLOBAL PROGRAMME FRAMEWORK SUBPROGRAMME ALLOCATION TABLE (1997-2000)
(as of 12 August 1997)

(in United States dollars)

Programme category	Global Programme Allocation (rounded off)
1. Poverty elimination/sustainable livelihoods	17 600 000
2. Gender equality	7 800 000[a]
3. Environment	17 600 000
4. Governance	17 600 000
5. Emerging/cross-cutting	17 600 000
6. Other activities	19 400 000
- Human Development Report Office	13 400 000
- Office of Development Studies	2 500 000
- CGIAR	2 300 000
- UNSO	1 000 000
7. Programme reserve	8 700 000
8. Contingency fund	7 500 000
TOTAL	114 000 000[b]

[a] In addition to this amount, 20 per cent of the resources from programme categories 1, 3, 4, and 5 will be directed towards gender-mainstreaming and women-specific activities in those areas.

[b] Figures have been rounded off; therefore, they do not add up to exactly $114 million. As described in paragraph 53, $114 million is the total global programme earmarking ($126 million) less borrowing from the fifth cycle ($12 million).